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ABSTRACT

To help members of the Portland Public Schools' Board of Education make informed decisions about the school district's role and responsibility for before-school and after-school child care programs, research and evaluation staff gathered information concerning policy, administration, and program issues. Findings, conclusions, and recommendations are offered in sections focusing on (1) a philosophy of school age child care which emphasizes that children's developmental needs be met in informal learning environments which complement the school program, (2) the historical record of demonstrated need for such programs in the Portland Public School District, (3) reports in the literature of models of public school participation in school age child care programs, and (4) data collected during site visits to six pilot programs supported by the Portland district and telephone interviews with principals at the pilot sites. (RH)

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1985 — 86 EVALUATION REPORT

SCHOOL AGE CHILD CARE IN THE PORTLAND PUBLIC SCHOOLS

Research and Evaluation Dept.
Portland Public Schools
Portland, Oregon
Walter E. Hathaway, Director

Carolyn Moilanen
Stephanie Mitchell

with the assistance of
Joe B. Hansen
Michael Grice
Gary Williams
Kan Yagi

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April, 1986

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IN THE

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EXECUTIVE SUMMARY

The Research and Evaluation Department presents this report on school age child care in Portland Public Schools in response to a request by the Superintendent and the Board of Education.

The Research and Evaluation staff: 1) reviewed district procedures regarding day care, 2) examined records and documents from the Civic Use of Buildings and Property Management Departments, 3) visited six pilot day care sites and conducted interviews with building principals, as well as day care directors, and 4) reviewed selected school age child care literature related to policy and legal issues.

The findings of the study of school age child care programs in the Portland Public Schools suggest the following recommendations:

1. A School Age Child Care Task Force should be created to:
   - o develop policy and program guidelines to define the district role in School Age Child Care,
   - o conduct a district-wide assessment survey to identify the need of the community for School Age Child Care,
   - o develop a coordinated plan for School Age Child Care.
2. An administrator for School Age Child Care should be identified to direct long term planning and short term operation of district child care programs.
3. In the near term, the district should continue to monitor all child care programs conducted on district premises. Future expansion should be based on the results of the needs assessment survey and the findings of the School Age Child Care Task Force.

REVIEW OF SCHOOL AGE CHILD CARE IN PORTLAND PUBLIC SCHOOLS

Introduction

The Superintendent requested the services of the Department of Research and Evaluation to gather information on day care in order to inform Board of Education decisions regarding the district's role and responsibility for before-school and after-school child care programs.

In response, the Evaluation staff 1) reviewed district procedures regarding day care, 2) examined records and documents from the Civic Use of Buildings and Property Management Departments, 3) visited six pilot day care sites and conducted interviews with building principals, as well as day care directors, and 4) reviewed selected school age child care literature related to policy and legal issues.

Our investigation focused upon policy, administration, and program issues with regard to:

- A philosophy of School Age Child Care which emphasizes meeting children's developmental needs in informal learning environments complementary to the school program;
- The historical record of demonstrated need for such programs in the Portland Public School District;
- Literature-reported models of public school system participation in School Age Child Care programs;
- Data collected during site visits to the six district-supported "pilot" programs and telephone interviews with the site principals.

The findings, conclusions, and recommendations are organized according to these four areas in terms of policy, administration, and programmatic issues.

Philosophy and Rationale

One of the nationally recognized leaders in the day care field is the Wellesley School Age Child Care Project at Wellesley College in Massachusetts. They define School Age Child Care as any formal program that provides care for children ages 5-13 before school, after school, and during school holidays and vacations when parents are unable to care for their children.

Generally, school age child care programs do not replace either the home or the school, but complement both, augmenting and enriching what each of these institutions can provide.

A review of the current literature on school age child care reveals a growing interest among public school systems across the country in developing "latchkey" or "extended day" services for their students. A description of the conditions leading to the present day care situation might serve to demonstrate the magnitude of the problem.

In 1940, 28% of all women were participating in the labor force; of this group 9% were working mothers. By 1946, the 28% rate had climbed to 31%, but the number of working mothers had doubled to more than 18%. Between 1940 and 1980, the labor force

participation of mothers increased more than fivefold, reflecting the most significant change in the labor force this country has ever experienced. By 1980 more than 50% of all mothers were participating in the labor force outside the home. Social scientists predict that by 1990 two out of three mothers will be employed outside the home.

In the face of rapid social change, social response to care of school age children has lagged behind. Society has managed to overlook the continuing need for supervised child care throughout the child's elementary school years and for the entire period that the care-giving parent is working outside the home. The result is a rapid growth in the number of "latchkey" children.

Data from the Bureau of the Census and the Bureau of Labor Statistics indicates that in 1976 there were more than 14 million children of working mothers between the ages of seven and thirteen, but less than two percent were enrolled in any type of group care. Thirteen percent of these children cared for themselves.

The latchkey phenomenon affects a significant proportion of black, urban, elementary school children. It is estimated that one out of every three latchkey children falls into this category. Latchkey children are also more likely to be residing with a single parent. According to statistics, nearly 40% of these children are living in one-parent households. While the length

of time an individual latchkey child might be left without supervision varies widely, on the average these children will spend between 2-3 hours of every school day without direct care. This amount of time is greatly extended during vacations and holidays. The socializing play of latchkey children is seriously curtailed by the solitary experience. By contrast, 90% of children with continuous adult supervision experience regular play with their peers during non-school hours.

Public schools system support for school age child care is widely reported in the literature. The three most frequently cited models of school district involvement describe:

1) partnership/collaboration between districts and parent groups;

2) partnership/collaboration with not-for-profit community agencies and organizations; and

3) district-operated child care programs.

The partnership/collaboration models are typically administered by the parent group, agency or organization and are generally self-supported by program fees; districts sometimes provide maintenance and rent-free space, or charge rental fees for the use of their building sites. The district model is operated entirely by the school system. (see Appendix C for selected articles.)

History of School Age Child Care in Portland Public Schools

Though the Portland Public Schools have responded to the community need for School Age Child Care programs since the seventies, the nature and extent of district support has varied.

- 1971 - 1976. The Portland Public Schools conducted a federally-funded "Extended Day Program" before and after school in ten north and northeast schools. During the same period, the YMCA operated a number of "Latchkey" programs; most were located in southeast schools. When federal subsidies ceased, these programs ended.

- 1976 - 1984. Parent groups and other not-for-profit organizations cooperated with school principals and established child care programs at twelve schools. These groups applied to Civic Use of Buildings office or to Property Management to rent space for a nominal fee. All these programs are still operating. In 1983, the district began rental of unused and surplus school space at Maplewood, Child Services Center, Rieke, and Terwilliger to private not-for-profit organizations. At these sites, child care services are primarily for pre-school children. These programs are still in operation.

- 1985 - 1986. The Portland Public Schools contracted with established day care providers to implement pilot programs at six schools with demonstrated need for child care programs. (See Appendix A for a more detailed historical summary of child care in the district.)

Current Status

At the present time, the District cooperates with parent groups, community agencies, and other organizations the district considers not-for-profit (see Appendix B for definitions) to support a variety of child care services in Portland Public Schools. School age child care can be organized into three operational categories. Table 1 presents the school locations and program contractors of child care by category.

Table 1
CHILD CARE CONTRACTORS IN PORTLAND PUBLIC SCHOOLS

Type	Location	Program Contractor
I.	Not-for-Profit Incorporated Parent Association Programs	
	Ainsworth	> Ainsworth After School Care Association
	Clark	> Clark Little Feet
	Duniway	> Duniway After School
	MLC	> Northwest Child Care
	Sabin	> Sabin Day Care Center
	Stephenson	> Stephenson After School Care Association
II.	Not-for-Profit Agency-Sponsored Programs	
	Arleta	>
	Brooklyn	> Schools Out, YMCA
	Humboldt	>
	Rigler	>
	Buckman	> Volunteers of America
	Chapman	> Friendly House
III.	Other Organizations Defined by the District as Not-for-Profit Corporation Programs	
	Bridlemile	>
	Capitol Hill	>
	Hayhurst	> Vermont Hills Family Life Center
	Rieke	>
	Smith	>
	Terwilliger	>
	Maplewood	> Circle of Life
	Richmond	> Belmont Schools, Inc.
	CSC	> Children's Club

Pilot Programs. During 1985-86, six pilot school age child care programs were established at the direction of the Superintendent and the Board of Education. The pilot sites are located at Arleta, Brooklyn, Buckman, Humboldt, Richmond, and Rigler schools. Table 2 summarizes the pilot child care programs. Working papers describing the pilot site visits are available for review in the Evaluation Department.

Table 2
PILOT PROGRAMS IN SCHOOL AGE CHILD CARE

School	Sponsor	Program	Enrollment	Capacity	# of Staff	Hours
Arleta[1]	Y.M.C.A.	Recreation/ Developmental	31	45	4	6:30-12:00 2:30-6:00
Brooklyn[2]	Y.M.C.A.	Recreation/ Developmental	23	30	3.5	7:00-9:00 11:00-6:00
Buckman[3]	Volunteers of America	Developmental	73	73	6	6:30-6:00
Humboldt[4]	Y.M.C.A.	Recreation/ Developmental	24	30	3	2:00-6:00
Richmond[5]	Belmont Schools	Custodial/ Developmental	30	75	3	7:00-6:00
Rigler[6]	Y.M.C.A.	Recreation/ Developmental	29	30	3	7:00-8:00 2:00-6:00

Other Schools Served by the Pilot Child Care Program include:

1 Atkinson, Creston, Grout, Marysville, Woodstock
2 Abernethy
3 St. Francis
4 Applegate, Boise/Eliot, King
5 Edwards, Glencoe, Sunnyside
6 Alameda, Hollyrood, Laurelhurst, Meek, Rose City

The goal of the planned pilot program was to provide convenient, affordable child care services which were compatible with

the regular school program and met identified community needs. The six pilot sites were also chosen to represent a broader segment of the school age population of the District than was served by the existing programs. The pilot programs contracted with established day care providers to implement and operate programs complementary to the regular school program.

These schools were selected as pilot sites according to an assessed need for child care and the willingness of the principal to participate in a child care program. In some cases, the pilot schools became "magnet" sites and served children from neighboring schools. Transportation to the pilot sites was provided by the contractor or by the district on pre-existing bus routes.

The District donated space, utilities, and custodial services to support the pilots during 1985-86. The Property Management Department worked with the contractors to develop budgets which would pass on to parents the savings provided by in-kind services. Graduated fee scales were developed with an escape clause if enrollment fell below a certain level. In that event, the terms of the fee schedule were re-negotiable.

The pilot program services cost parents approximately $1.00 per hour per child. The $1.00 per hour fee is lower than that required by private latchkey centers, day care homes, and day care providers throughout the city. This reduced fee is possible

because the programs pay no rent and they have a graduated fee scale based on average neighborhood income. The District developed budgets with them in varied ways depending on program, offerings, and corporation tax-exempt status. The pilots do their own billing.

Conclusions

At the present time, the district supports a wide variety of delivery systems for school age child care (see Appendix D). Before-school and after-school programs are operated by parent associations, agencies, and private businesses located in 18 school sites. Another three sites are rented to organizations which provide day care for pre-school children. Preliminary review of the child care programs indicates several key issues that need to be addressed by the Board of Education. The Superintendent's original request for information outlined these issues as follows:

Policy Issues (legal concerns, scope of the program);

Administration Issues (coordination, space, fees, etc.); and

Program Issues (school, staff, and parent roles).

Policy Issues. The Portland Public Schools needs to develop an overall policy statement to guide the development and operation of before-school and after-school child care programs in the District. This policy should address: 1) guidelines for program selection, contractual arrangements, and support services; 2) legal liability and insurance; and 3) equitable space allocation questions, either free or rental. A policy statement and procedural guidelines will insure effective coordination among the child care programs, the sponsoring agencies, and the school district.

As long as child care programs operate on school district property, it is reasonable to expect a specific district role in coordination, monitoring, and evaluation of program operations and outcomes. Because programs are associated with the school district and viewed by the community as "school programs", it is appropriate that the district exert some control of staffing and program quality both in selection, and through on-going monitoring and supervision of operations. It is reasonable to expect that a professional educational perspective on children's developmental needs will contribute to the development of a quality program.

Legal issues are another important consideration for the District. The District should enlist the support of the staff attorneys regarding legal liability implications in program selection or development. The staff attorneys should also help structure contracts in ways that will implement cooperation and

communication with the Children's Services Division as it performs its monitoring and licensing responsibilities.

The scope of the school age child care program in the district must meet the demand of the community. Currently, 21 child care programs operate in Portland schools. There are no programs in the Roosevelt attendance area; one program in each of the Jefferson, Grant, Madison, and Marshall attendance areas; Franklin has two; Cleveland and Lincoln have four each; and Wilson has seven. (See Figure 1.)

FIGURE 1

1985-86 SCHOOL AGE CHILD CARE LOCATIONS IN PORTLAND PUBLIC SCHOOLS

LEGEND

Daycare Locations in Portland Public Schools

Location	Time for Care		Enrollment
	Before and After School	After School	
Ainsworth		x	45
Bridlemile	x		56
Capitol Hill		x	35
Chapman	x		85
*CSC	x		15
Clark	x		24
Duniway	x		40
Bayhurst		x	40
*Maplewood	x		14
MLC	x		30
Rieke		x	25
Sabin	x		60
Smith		x	23
Stephenson		x	15
*Terwilliger	x		15
Arleta	x		31
Brooklyn	x		23
Buckman	x		73
Humboldt		x	24
Richmond	x		30
Rigler	x		29

* These sites include preschool daycare.

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Administration Issues. Administration of the school age child care program would be effectively coordinated through a central office administrator. Issues related to space allocation, fee structure, and program management would be coordinated more effectively.

During 1985-86, 21 child care programs are operating in district schools; six are sponsored by parent associations and fifteen are private contractors. **There is no central coordination or contact person for school age child care within the district.** Individual principals have had the primary responsibility for these programs with the district-wide Programs' Community Schools, Property Management, and Civic Use of Buildings offices facilitating arrangements for use of space.

- In addition, the Community School offices has worked with parents to help them develop parent-directed child care programs. Parents from Ainsworth, Duniway, Sabin, Irvington, MLC, Bridlemile, and Chapman received assistance.
- Civic Use of Buildings provides building space permits. Building rental fees include space rent and additional costs. Rent is based on a rate of $9/day or $4.50/half day per room. When a program expands and thereby needs more space, fees escalate in proportion to the additional number of rooms used by the program. The Civic Use of Buildings office also collects the rent.
- Property Management works with program contractors to develop their budgets. For the pilot programs, the goal was to ensure that savings provided by in-kind services (free use of district buildings) were passed on to parents. Five of the pilot sites reported school space was adequate for their programs.

The fee structure for child care programs must be equitable across programs and ensure participation for families and

children in need. At present, average child care fees of the 21 programs range from approximately $65-90 per month for after-school only programs. Parent associations typically charge about $10 less per month than private contractors. Scholarships are available along with the reduced rates offered for multiple family members or part-time participants.

Pilot program fees were determined according to a sliding scale based on parental income. The average rate for after-school care in the pilot programs is approximately $80 per month. The district's contribution of free space in elementary school buildings to the pilot day care sites is an important factor in keeping the costs within the community's reach.

One of the administrative goals of School Age Child Care is to establish programs which require minimal supervisory responsibility by building principals. The principal's role is outlined as that of district representative responsible for the following activities:

- o Review and approval of the program plan;
- o Approval of staff hiring by the contractor;
- o Monitoring the program according to district and building rules and policies;
- o Scheduling and coordinating use of space and equipment;
- o Participating in a annual program evaluation.

The complexity and magnitude of the school age child care issue suggests that an administrator be identified to direct long term planning and short term operations of the district program. Continuous monitoring of program operations and evaluation of

program outcomes would also provide useful information to program developers, as well as to the district.

In 1985, the Board of Education recommended that a task force be created to examine the role of the school age day care in the Portland Public Schools. A School Age Child Care Task Force should be charged with conducting a district-wide needs assessment survey and developing a coordinated plan for school age child care in the district.

Program Issues. School age child care programs are closely associated with the school district's image in the community and should reflect quality developmental and educational program components.

District child care program offerings are varied in terms of curriculum and schedule. Fourteen programs provide before and after school day care services and seven provide only after-school service. Program offerings range across a continuum including safe care, supervised recreation, tutorial/homework assistance, and enrichment.

Five pilot programs provide before-school and after-school care and one operates after-school only. Four pilot programs use the structured YMCA "School's Out" curriculum, developed by a national panel of child care specialists; one program provides arts/crafts enrichment; one program is developing a more structured activities-oriented curriculum.

The school's role in child care is minimal and/or dependent on the building principal's interest in program operations. One of the pilot project goals was to establish programs which required minimal supervisory responsibilities of building principals. While principals are involved in planning and initial start-up of programs, their supervision typically decreases over time. Three of the six pilot principals reported little or no on-going involvement in the program, while the other three indicated that they maintained an active interest in program operations. Principals will need orientation and training in day care program operations if this is added to their current role as building leader.

The role of the child care staff is central to the operation of a quality program. Staff turnover was identified as a problem in three of the pilot programs. The certification and/or training of personnel is varied across all of the school age child care sites.

Parent involvement in the design and selection of school age child care programs provides continuing communication regarding children's experiences and performance and elicits information on parental satisfaction with the program.

Recommendations

The findings of the study of school age child care programs in the Portland Public Schools suggest the following recommendations:

1. A School Age Child Care Task Force should be created to:

   - o develop policy and program guidelines for School Age Child Care--the policy should address the role of the district, space allocation, guidelines for program selection, contractual arrangements and support services, legal liability and insurance issues;
   - o define the role of child care in Portland Public Schools;
   - o conduct a district-wide needs assessment survey;
   - o develop a coordinated plan for School Age Child Care.

2. An administrator for School Age Child Care should be identified to direct long term planning and short term operation of programs in the district.

3. In the near term, the district should continue to monitor all child care programs conducted on district premises. Future expansion should be based on the results of the needs assessment survey and the findings of the School Age Child Care Task Force.

APPENDIX A

HISTORICAL BACKGROUND
OF
CHILD CARE IN THE PORTLAND PUBLIC SCHOOLS

History of School Age Child Care in Portland Public Schools

From 1971 through 1977 the Portland Public Schools offered an "Extended Day Program" before-school and after-school in ten north and northeast schools. A district coordinator hired the staff, provided liaison services between principals and programs for shared space, coordinated staff training and development of program activities. The Extended Day program provided recreational and enrichment experiences for children. Services provided were normally determined according to the particular skills of on-site staff.

The Extended Day program was funded by Title IV-A through the Metropolitan Child Care Coordinating Council (4C's). The funding required in-kind services from the school district and Portland Public Schools provided space, maintenance and utilities. All students enrolled in the regular school program were eligible for participation in school age child care. When federal funding support ceased, child care programs came under the auspices of the state Children's Services Division (CSD) which required a fee scale based on parental income. With a resultant decline in enrollment, the Extended Day program became too costly for the District to operate.

During the same period, the YMCA operated a number of "Latchkey" child care programs using school space provided free under the Community Use of Buildings policy. These sites were located in a number of south and southeast Portland elementary schools. When the federal subsidies ceased in 1979, the YMCA ended these programs.

In 1976, a group of parents at Ainsworth School, with the assistance of the principal, began an innovative after-school child care program. Incorporated as a non-profit corporation, the Ainsworth Care Association formed a board of directors, hired a director and began operation. The Area I Community School office published a manual outlining how to establish the Ainsworth child care model in 1977. From 1978 to 1984, parents at eleven schools (Metropolitan Learning Center, Duniway, Capitol Hill, Bridlemile, Irvington, Sabin, Stephenson, Robert Gray, Smith, Sylvan, and Chapman) used the manual to conduct needs assessment surveys and establish similar associations. These parent associations filed permits with the Community Use of Buildings office and paid a nominal rent of $4.50 per day.

In 1979, Area I administrators Carlos Taylor and Cliff Low developed a guideline for principals of schools housing child care associations. In 1980, the Community School Committee adopted guidelines clarifying the relationship of community schools and child care programs.

In 1981, after Deputy Superintendent Harold Kleiner proposed a rental increase to $15 per day, the Board of Education appointed a task force to study rental fees for these programs. After review, the Board decided to make the rental fees for after-school programs $4.50 per day and $9.00 per day for before-

school and after-school programs. These fees were based on assigned space of one classroom. Additional use was left to the discretion of the building principal. The Community Use of Buildings office continued to issue permits and collect rents from the child care programs.

In 1983, the Board of Education, as part of the Lincoln cluster reorganization, made before-school and after-school child care available at Chapman in a program run by Friendly House, with a District subsidy. Friendly Chaps is the only program to receive District funds; their funding is expected to terminate in 1987. The District's Property Manager began rental of surplus space to private pre-school child care providers in 1983. Programs at Terwilliger, Child Services Center, and Maplewood were initiated with a signed rental contract and a fee of $5.00 per square foot. The pre-school program at Rieke rents space through the Civic Use of Buildings Office.

APPENDIX B

LEGAL DEFINITIONS

Portland Public Schools
Legal Description of Types of Corporations

Types of organizations that are considered by the District as not for profit. Minimum requirements:

A. If a corporation, it must be

1) non-profit, and

2) exempt from real property taxes in Oregon

or

1) non-profit, and

2) formed and managed by parents who actively volunteer substantial services including day care services without compensation

or

1) non-profit, and

2) charitable/eleemosynary

or

1) non profit, and

2) treated by the IRS as a publicly supported organization described in I.R.C. 170 (b)(1) (A)(vi) and 509 (a)(1) or 509 (a)(2)

B. If an unincorporated association, it must meet one of the above tests for a corporation.

4-11-86

APPENDIX C

SELECTED ARTICLES DESCRIBING PUBLIC SCHOOL SUPPORT OF SCHOOL AGE CHILD CARE

Pages 24-37 of this document contain copyrighted material and it is not available for ERIC reproduction. This material included the following articles:

Scofield, Richard T. and Page, Ann. "After-School Care and the Public Schools," TENNESSEE EDUCATION, Spring, 1983, p. 40-43.

Parker, Barbara. "School Sponsored Day Care: A Great Idea That Will Make You a Hero." THE AMERICAN SCHOOL BOARD JOURNAL, October, 1981. p. 36-39.

Caldwell, Betty M. "Day Care and the Public Schools - Natural Allies, Natural Enemies," EDUCATIONAL LEADERSHIP, Volume 43, Number 5, February, 1986, p. 34-39.

APPENDIX D

DAY CARE PROGRAMS IN PORTLAND PUBLIC SCHOOLS

Appendix D

DAY CARE IN PORTLAND PUBLIC SCHOOLS

Location	Time for Care: Before and After School	Time for Care: After School	Operator	District Contact
Ainsworth		x	Parents	CUB
Bridlemile	x		Organization	CS
Capitol Hill		x	Organization	CUB
Chapman	x		Private	PM
CSC	x		Private	PM
Clark	x		Parents	CUB
Duniway	x		Parents	CUB
Hayhurst		x	Organization	CUB
Maplewood	x		Private	PM
MLC	x		Parents	CS
Rieke		x	Organization	CUB
Sabin	x		Parents	CUB
Smith		x	Organization	CUB
Stephenson		x	Parents	CUB
Terwilliger	x		Organization	PM
Pilots				
Arleta	x		Agency	PM
Brooklyn	x		Agency	PM
Buckman	x		Agency	PM
Humboldt		x	Agency	PM
Richmond	x		Organization	PM
Rigler	x		Agency	PM

Private Operators are the YMCA "Schools Out", Volunteers of America, and Friendly House.

Organizations are others defined by the District as Not-for-Profit.

PM = Property Management.

CUB = Civic Use of Buildings.

CS = Community Use of Schools.

APPENDIX E

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RESOURCES

James and Michelle Seltzer, Co-Directors
School Age Child Care Project
Center for Research on Women
Wellesley College
828 Washington St.
Wellesley, Massachusetts 02181
(617) 235-0320 ext. 785 or 781

Day Care Council of America, Inc.
711 14th Street N.W., Suite 507
Washington, D.C. 20005
(202) 638-2316

Children's Defense Fund
1520 New Hampshire Avenue N.W.
Washington, D.C. 20036
(202) 483-1470
(800) 424-9602